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AUTHOR Latta, E. Michael
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ABSTRACT

An evaluation is presented of the adequacy and effectiveness of the vocational education program delivery systems in the State of North Carolina assisted under the Carl D. Perkins Vocational Education Act (VEA) and under the Job Training Partnership Act (JTPA). Evaluation was conducted through analysis of seven reports issued by various state agencies in connection with these two programs. Some of the findings and recommendations issued by the council are as follows: (1) the delivery systems in North Carolina are not organized and administered so that VEA and JTPA are as adequate or effective as they could be and, therefore, the General Assembly should be asked to exercise its authority over the JTPA in order to focus the funds for training; (2) there is limited coordination between the two programs and no compelling need for two different pieces of federal legislation and, therefore, states should ask Congress for new legislation to combine the two programs; (3) lack of coordination between the two programs has been enlarged at the state level and, therefore, the State Job Training Coordinating Council should be established as an independent unit to implement the VEA AND JTPA in a more effective way; and (4) there have been limited efforts to coordinate the two programs and, therefore, the administration of the JTPA should be reorganized and located in the Division of Vocational Education. (KC)

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AN EVALUATION OF THE ADEQUACY AND EFFECTIVENESS OF THE VOCATIONAL EDUCATION PROGRAM DELIVERY SYSTEMS ASSISTED UNDER THE CARL D. PERKINS VOCATIONAL EDUCATION ACT AND UNDER THE JOB TRAINING PARTNERSHIP ACT

by
E. Michael Latta
Executive Director
for
The North Carolina Advisory Council
on Vocational Education

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EXECUTIVE SUMMARY

The purpose of this summary is to report the findings and recommendations of an evaluation of the adequacy and effectiveness of the vocational education program delivery systems assisted under the Carl D. Perkins Vocational Education Act (VEA) and under the Job Training Partnership Act (JTPA) conducted by the State Advisory Council on Vocational Education, hereinafter called the State Council. By federal law, the findings and recommendations are to be provided, in writing, to the Governor; the State Board of Education and the State Board of Community Colleges; the State Job Training Coordinating Council; and the U.S. Secretaries of Education and Labor.

FINDINGS AND RECOMMENDATIONS

The State Council **FINDS** that the delivery systems in our state are not organized and administered so as to ensure that the VEA and the JTPA are as adequate or effective as they could be.

The State Council **RECOMMENDS**, as it did in 1984, that the State Board of Education and the State Board of Community Colleges jointly request the General Assembly to exercise its authority over the Job Training Partnership Act (JTPA) in order to focus the funds for training.

The State Council **FINDS** that there is limited coordination taking place between the VEA and the JTPA.

The State Council **FINDS** no compelling need for two different pieces of federal legislation regulating the VEA and the JTPA.

The State Council **RECOMMENDS** to the State Boards that when the Congress is considering the VEA and/or the JTPA legislation in the future that the State Boards seek a new piece of federal legislation which will fold together the VEA and the JTPA. It is **FURTHER RECOMMENDED** that such federal legislation contain a provision for an independent State Council on Vocational Education and Job Training, combining the functions of the State Job Training Coordinating Council and the State Advisory Council on Vocational Education.

The State Council **FINDS** that the lack of adequate coordination between the VEA and the JTPA is a problem that has been enlarged at the state level.

The State Council **RECOMMENDS** as a first step to improved coordination is to locate the state administration of the JTPA in the Department of Administration (DOA).

The State Council **RECOMMENDS** that the State Job Training Coordinating Council (SJTCC) be established as an independent unit, from the State Office of JTPA,

with a separate staff, in order for the SJTCC to be able to implement its state and federal requirements in a more effective manner.

The State Council FINDS limited efforts to assure that the JTPA will be adequately coordinated with the VEA.

The State Council RECOMMENDS that (a) the administration of the JTPA programs in the Department of Public Instruction of the State Board of Education be moved from its current location and be reorganized within the Division of Vocational Education; (b) any future contracts between the State Boards assure a direct relationship between the VEA and the JTPA; and (c) the State Boards encourage the local boards that contract with a Private Industry Council (PIC) assure coordination between the VEA and the JTPA and that all the JTPA programs be administered by the local director(s) of the VEA, including the summer youth program of the JTPA.

The State Council FINDS that adequate coordination of JTPA, in this case Title III, with the VEA has not been achieved.

The State Council RECOMMENDS again the recommendations it made in 1984. They are:

(1) That the North Carolina Employment Security Commission require an employability plan for each person applying for unemployment benefits.

(2) That the North Carolina Employment Security Commission require that the employability plan identify alternatives and training options, one of which must be selected in order to receive unemployment benefits.

(3) That the Employment Security Commission petition the State Board of Education and the State Board of Community Colleges to request local Boards of Education and Boards of Trustees to provide retraining for individuals identified by the Employment Security Commission.

(4) That the State Board of Education and the State Board of Community Colleges petition the Employment Security Commission to implement Recommendations (1) and (2) (above);

AND

That the State Board of Education and the State Board of Community Colleges petition the local Boards of Education and Boards of Trustees to provide the necessary retraining of individuals by the Employment Security Commission.

An Evaluation of the Adequacy and Effectiveness of the Vocational Education Program Delivery Systems Assisted Under the Carl D. Perkins Vocational Education Act and Under the Job Training Partnership Act

The Carl D. Perkins Vocational Education Act, Public Law 98-524, became effective on October 19, 1984. It was subsequently amended by Public Law 99-159 on November 22, 1985. The Vocational Education Act (VEA), as amended, stipulates among other requirements that "Each State which desires to participate in vocational education programs authorized by this Act for any fiscal year shall establish a State Council, which shall be appointed by the Governor ...." The Governor of North Carolina has established the North Carolina Advisory Council on Vocational Education, hereinafter called the State Council. Among other legal mandates, the State Council has the requirement that it shall evaluate at least once every two years the vocational education program delivery systems assisted under the VEA and under the Job Training Partnership Act, in terms of their adequacy and effectiveness in achieving the purposes of each of the two Acts, and shall make recommendations to the State Board on the adequacy and effectiveness of the coordination that takes place between vocational education and the Job Training Partnership Act and advise the Governor, the State Board, the State Job Training Coordinating Council, the U.S. Secretary of Education, and the U.S. Secretary of Labor of these findings and recommendations. The federal VEA regulations implementing this requirement of the State Council specifies that the first evaluation is due by March 31, 1987.

A number of approaches could have been taken by the State Council in responding to the directive that it evaluate the adequacy and effectiveness

of the vocational education program delivery systems assisted under the VEA and under the Job Training Partnership Act (JTPA). The State Council has chosen to evaluate the vocational education program delivery systems by analyzing the following reports that were completed during 1986 which have a direct or indirect impact on the vocational education program delivery systems or JTPA. The reports are:

(1) State Administered Employment and Training Programs, May 16, 1986, (see Appendix I for the Executive Summary);

(2) The North Carolina Community College Study, May 1986;

(3) North Carolina's Blueprint for Economic Development, no date (however, it was released in late summer, 1986), (see Appendix II for the Executive Summary);

(4) Vocational Education Study: Final Report, November 1986, (see Appendix III for the Executive Summary);

(5) North Carolina Commission on Jobs and Economic Growth, November 12, 1986, (see Appendix IV for the Executive Summary);

(6) The Education of North Carolina's Teachers, November 14, 1986; and

(7) Operational Audit Report: North Carolina Job Training Partnership Act Program, December 1986, (see Appendix V for the Executive Summary).

(The full citation of these reports is listed on the last page of this paper.)

In addition to analyzing these seven (7) reports, the State Council issued a 1985 Annual Report, A YEAR OF TRANSITION, and a 1986 Annual Report, A NEW BEGINNING. The appropriate pages from these annual reports that are related to the State Council's duty to evaluate the adequacy and effectiveness of the vocational education program delivery systems in implementing the VEA and the JTPA are identified in Appendix VI. An analysis of the aforementioned reports is enhanced by the fact that the Chair of the State Council is a member of the State Job Training Coordinating Council -- the JTPA's Advisory Council.

Before recommendations are made on the adequacy and effectiveness of the

coordination that takes place between the VEA and the JTPA, the State Council believes it desirable to focus on the definitions of three (3) words. They are:

(1) Evaluate: To examine and judge concerning the worth, quality, significance, amount, degree, or condition of, as to appraise or rate.

(2) Adequacy: Able to satisfy a requirement; suitable or barely satisfactory or sufficient.

(3) Effectiveness: Having an intended or expected effect or producing or designed to produce the desired impression or response.

Moreover, it is desirable to review the specific requirements of the State Council contained in the federal VEA regulations. They are that the State Council:

> (i) At least once every two years:
>
> (A) Evaluate the vocational education program delivery systems assisted under the Act and the JTPA in terms of their adequacy and effectiveness in achieving their respective purposes; and
>
> (B) Make recommendations to the State board on the adequacy and effectiveness of the coordination that takes place between vocational education and the JTPA; and
>
> (ii) Advise, in writing, the Governor, the State Board, the State Job Training Coordinating Council, the [U.S.] Secretary [of Education], and the [U.S.] Secretary of Labor of these findings and recommendations.

As to the requirement that the State Council evaluate the vocational education program delivery systems assisted under the VEA and the JTPA in terms of their adequacy and effectiveness in achieving their respective purposes, it is desirable to review again the definitions of the three aforementioned words: evaluate, adequacy, and effectiveness. Using a limited definition of these words, it could be found that the vocational education program delivery systems in the state are adequate and effective in achieving

the purposes of the VEA and the JTPA. The State Council, however, believes that a broad view of these definitions should be taken in evaluating the adequacy and effectiveness of the vocational education program delivery systems in the state; hence, the State Council finds that the delivery systems in our state are not organized and administered so as to ensure that the VEA and the JTPA are as adequate or effective as they could be. This finding was reached through the State Council's own evaluation of the vocational education program delivery systems. The "Broad Recommendations" from that evaluation are in Appendix VII. While these "Broad Recommendations" were made in 1980, the previously mentioned seven (7) reports, all issued in 1986, do not provide any new information which causes the State Council to modify any of the "Broad Recommendations" that were made in 1980. Indeed, the recent reports cause the State Council to find that its earlier recommendations were on target and, if any of them had been implemented, it is unlikely that many of the recommendations which are contained in the aforementioned reports would have been necessary. Moreover, an analysis of these reports causes the State Council to reiterate a recommendation that was made in 1984. It is that: The Council recommends that the State Board of Education and the State Board of Community Colleges jointly REQUEST THE GENERAL ASSEMBLY TO EXERCISE ITS AUTHORITY OVER THE JOB TRAINING PARTNERSHIP ACT (JTPA) IN ORDER TO FOCUS THE FUNDS FOR TRAINING. While the General Assembly has taken several actions in this regard, still other actions are needed.

As to the requirement that the State Council make recommendations to the State Board on the adequacy and effectiveness of the coordination that takes place between vocational education and JTPA, the State Council finds

that there is limited coordination taking place between the VEA and the JTPA. This lack of adequate coordination is not a problem that can be "fixed" exclusively by the State Boards. (The term "State Boards" as used in this paper refers to both the State Board of Education and the State Board of Community Colleges unless otherwise indicated.) The lack of adequate coordination between the VEA and the JTPA is foremost a problem that has been created by the U.S. Congress. The Congress has enacted two separate pieces of legislation, each with similar purposes and clientele. The way the laws are designed to be implemented tends to make VEA a "State Program" but administered locally; with JTPA being predominately a "Local Program" but with state review and oversight. Hence, it is very difficult to achieve the elusive goal of coordination, being defined as the functioning of parts in cooperation and normal sequence. The State Council has considered this situation carefully and finds no compelling need for two different pieces of federal legislation. Accordingly, the State Council recommends to the State Boards that when the Congress is considering the VEA and/or the JTPA legislation in the future that the State Boards seek a new piece of federal legislation which will fold together the VEA and the JTPA. It is further recommended that such federal legislation contain a provision for an independent State Council on Vocational Education and Job Training, combining the functions of the State Job Training Coordinating Council and the State Advisory Council on Vocational Education.

The State Council also finds that the lack of adequate coordination between the VEA and the JTPA is a problem that has been enlarged at the state level. Until the above recommendation that would consolidate the VEA and the JTPA is a reality, there are at least four state administrative arrangements which cause inadequate coordination that can be altered. They are: (1) the

state level JTPA office is located in a department that is primarily use to administering programs rather than coordinating programs, especially with education boards; (2) the State Job Training Coordinating Council (SJTCC) is component unit in the State Office of JTPA; yet, SJTCC is to advise on improving JTPA operations, among other duties; (3) the contracting arrangements that are developed between the JTPA and the State Boards, as well as with local education boards do not assure coordination; and (4) the agreements of the Employment Security Commission (ESC) and the State Board of Community Colleges do not assure adequate coordination in the implementation of the Dislocated Worker Program (Title III of the JTPA) and the VEA. Each of the enumerated shortcomings will be addressed in more detail, as follows, with appropriate recommendations. They are:

(1) The State Office of JTPA is currently housed in the Department of Natural Resources and Community Development (NRCD). While there is nothing legally wrong with using NRCD, the State Council believes that the JTPA could (and would) function better if it had more independence. The antecedent to the JTPA was originally housed in the Department of Administration (DOA), and the State Council's review of the prior operation indicated better coordination between vocational education and job training than has been the case since it was transferred from DOA. Hence, the State Council recommends as a first step to better coordination to locate the state administration of the JTPA in the DOA.

(2) The current organizational structure indicates that the SJTCC is a component unit in the State Office of JTPA. While this arrangement is completely legal, the State Council recommends that the SJTCC be established as an independent unit from the State Office of JTPA, with a separate

staff, in order for the SJTCC to be able to implement its state and federal requirements in a more effective manner. The State Council realizes that an Operational Audit Report, issued by the Office of the State Auditor in December 1986 (see Appendix V), does not cite any need for such a change at this time.

(3) When program contracts are developed between the JTPA and the State Boards, as well as when Private Industry Councils (PICs) contract with local education boards, the State Council finds limited efforts to assure that the JTPA will be adequately coordinated with the VEA. This finding is reached by the State Council, in part, based on the information contained in Appendix VI. Evidence in that appendix indicates that a response from 66 of the 141 (at that time) public school local directors of vocational education shows that they administered the JTPA in their school systems, whereas 21 did not. The response also shows that only 53 of the 66 directors who do administer JTPA programs locally in public schools believe coordination takes place with the VEA. Similar evidence is shown in Appendix VIII, gathered during a statewide conference for instructors of the community college system which was held in the Fall of 1986 in Winston-Salem. As a part of that conference, the State Council conducted a survey of the participants of the conference who stopped by its exhibit booth and completed an "Opinion" survey. (Again, see Appendix VIII.) Of 318 of the participants who completed the opinion survey, most of whom were instructors, 74 were not aware of the JTPA programs in their institutions. Of 268 participants who were aware of JTPA in their institutions, 28 did not believe that the JTPA and vocational education programs were coordinated, whereas 87 participants did not know if these programs were coordinated. Accordingly, the State

Council recommends that (a) the administration of the JTPA programs in the Department of Public Instruction of the State Board of Education be moved from its current location and be reorganized within the Division of Vocational Education; (b) any future contracts between the State Boards assure a direct relationship between the VEA and the JTPA; and (c) the State Boards encourage the local boards that contract with a PIC assure coordination between the VEA and the JTPA and that all the JTPA programs be administered by the local director(s) of the VEA, including the summer youth program of the JTPA.

(4) There is limited coordination, as noted in the Retraining paper (below), between the efforts of the ESC and the State Board of Community Colleges, as well as the State Board of Education in implementing the Dislocated Worker Program (Title III of JTPA) and the VEA. While major efforts have been put forth by ESC, when new regulations were issued on July 1, 1986 regarding the retraining of the unemployed while an individual draws his/her unemployment insurance (UI) (with cooperation from the State Department of Community Colleges), the full implementation of the State Council's earlier recommendations on the issue of retraining has not been achieved. Therefore, the State Council finds that adequate coordination of JTPA, in this case Title III, with the VEA has not been achieved. Accordingly, the State Council reiterates the recommendations that were contained in its Retraining of the Unemployed in North Carolina: A Progress Report, issued May 18, 1984. These recommendations are:

Recommendation I: That the North Carolina Employment Security Commission require an employability plan for each person applying for unemployment benefits.

Recommendation II: That the North Carolina Employment Security Commission

require that the employability plan identify employment alternatives and training options, one of which must be selected in order to receive unemployment benefits.

Recommendation III: That the Employment Security Commission petition the State Board of Education and the State Board of Community Colleges to request local Boards of Education and Boards of Trustees to provide retraining for individuals identified by the Employment Security Commission.

Recommendation IV: That the State Board of Education and the State Board of Community Colleges petition the Employment Security Commission to implement Recommendations I and II;

AND,

That the State Board of Education and the State Board of Community Colleges petition the local Boards of Education and Boards of Trustees to provide the necessary retraining of individuals identified by the Employment Security Commission.

The State Council believes the implementation of all of the recommendations contained in this paper would more nearly achieve the adequacy and effectiveness of the VEA and the JTPA as envisioned by the U.S. Congress. Accordingly, as to the requirement that the State Council advise, in writing, the Governor, the State Board, the State Job Training Coordinating Council, the U.S. Secretary of Education, and the U.S. Secretary of Labor of the State Council's findings and recommendations, the State Council plans to transmit this paper to the above-named individuals and organizations with a request that they endorse and promote, as appropriate, the State Council's recommendations contained in this paper that are designed to achieve a major goal of the VEA and the JTPA; namely, coordination of program efforts. However, in making this request to these individuals and organizations, the State Council is reminded of a recent statement by a vocational researcher who was trying to determine how well coordination was taking place from a national point of view. His view was that coordination is an "... unnatural act performed by unconsenting adults."

APPENDIX I

STATE ADMINISTERED EMPLOYMENT AND TRAINING PROGRAMS
EXECUTIVE SUMMARY

May 16, 1986

This report has been developed pursuant to Senate Bill 1, Section 118, Job Training Partnership Act in which the 1985 General Assembly requested that the Office of State Budget and Management in cooperation with the State Job Training Coordinating Council develop a comprehensive inventory of the State-administered employment and training programs. In addition to developing a comprehensive inventory, Section 118 also required an analysis in two basic areas, i.e., program duplication and subcontracting.

EMPLOYMENT AND TRAINING PROGRAM INVENTORY

The program inventory is a compilation of 32 programs administered by 9 different State Divisions. The population includes State administered programs of agencies operating State and/or federally funded programs that provide directly or subcontract employment and training-related instruction or services. The basic elements of the inventory include:

1. Agency Description
2. Clientele Served
3. Types of Training and Service Provided
4. Program Impact
5. Source of Funding
6. Other Relate State-Administered Programs
7. Efforts to Coordinate or Reduce Unnecessary Duplicate Funding
8. Subcontractors
9. Impact of Eliminating Subcontracting

This inventory should be viewed as a "First attempt" in which there are several definitional problems associated with drawing inter-agency conclusions concerning program coordination/duplication, program impact, and the effect of subcontracting on releasing funds for direct provision of services. As a result, inter-agency comparisons have been limited to addressing the two issues related to multiple sources of funding and subcontracting for these programs. Despite these limitations the program inventory by itself provides a useful tool for the agencies and the Job Training Coordinating Council in performing their planning and coordinate functions.

MULTIPLE SOURCES OF FUNDING

Specific efforts to address double funding fall into two categories: those efforts aimed at preventing an agency from overcharging JTPA for a service where the agency is required (and funded) to provide this service already and/or where costs for this service are charged to more than one funding source; and those efforts aimed at ensuring the most efficient and

effective use of scarce resources when more than one agency in the employment and training delivery structure can be funded to provide the same service.

The extent to which agencies are funded from multiple funding sources is given in Table 1.

Efforts to deal with these types of overlap are discussed in the report. Specific efforts to deal with the first type of double funding would include the Division of Employment and Training's ongoing monitoring and oversight functions. Clearly, overcharging of either sort is not permissable, but certain shared cost arrangements as well as the purchasing of additional or specialized services from agencies which already provide this service would not be considered overcharging.

The second category of double funding is considered to be any unnecessary overlap or duplication that results in cost inefficiency. Efforts aimed at ensuring the most efficient and effective use of JTPA resources has been the creation by the Job Training Coordinating Council (JTCC) of a standing committee called the Inter-agency Coordinating Committee. One of the primary concerns of this committee has been the elimination or reduction of barriers to effective coordination of resources at the state or local levels.

IMPACT OF ELIMINATING JTPA SUBCONTRACTS

State agencies administering employment and training programs where actual training is contracted to others are listed in Table 2.

Eliminating subcontracting would not result in any "... additional funds that could be used for direct services or training of the client population ..." (Senate Bill 1, Sec. 118.(c)(6). There are two reasons for this:

First, the amount of funds that may be used for administrative purposes is fixed. This holds true regardless of whether subcontracts exist at all or how many levels of contracting there may be. Additionally, any unspent dollars would, by regulation, retain its cost limitations in the subsequent year. There can never be more administrative funds available in JTPA than were originally allocated.

Secondly, administering entities are to use subcontracts only when it is more efficient to have a particular component (e.g., skill training, intake, outreach) performed by another member of the employment and training delivery system. If that component can be performed for less money (or better) without a subcontract, then it is in the best interest of the "contractor" not to subcontract.

RECOMMENDATIONS

The following recommendations are offered:

1. That the necessary steps be taken by the Job Training Coordinating Council to build upon the concept of a comprehensive inventory by

refining the definitions needed for classification of programs. The inventory should then be used as a mechanism for guiding new program approval and planning.

2. That the General Assembly consider expanding the scope of its current vocational education study to encompass employment and training programs in addition to vocational education.

ACTIONS BY THE JOB TRAINING COORDINATING COUNCIL

The Job Training Coordinating Council on May 16, 1986 responded to these recommendations by forming a sub committee to do a follow-up to this study.

Table 1: Estimated Employment and Training Expenditures By Source of Funds, 1985-86

LINE	AGENCY	PROGRAM TITLE	STATE	JTPA	OTHER FED.	OTHER	TOTAL
1	AGING	JTPA 3% OLDER INDIVIDUALS PROGRAM	0	299,406	0	0	299,406
2	COMMUNITY COLLEGES	VOCATIONAL AND TECHNICAL EDUCATION	104,229,428	0	3,387,618	0	107,717,046
3	COMMUNITY COLLEGES	CONTINUING EDUCATION, OCCUPATIONAL EXT.	10,704,854	0	0	0	10,704,854
4	COMMUNITY COLLEGES	NEW & EXPANDING INDUSTRY TRAINING	4,810,141	0	0	0	4,810,141
5	COMMUNITY COLLEGES	HUMAN RESOURCES DEVELOPMENT	3,294,687	100,000	0	0	3,394,687
6	COMMUNITY COLLEGES	TITLE II - ADULT TRAINING	0	0	*2,632,981	0	2,632,981
7	COMMUNITY COLLEGES	TITLE II - SINGLE PARENTS	0	0	*1,865,028	0	1,865,028
8	COMMUNITY COLLEGES	TITLE II - DISADVANTAGED	0	0	1,609,044	0	1,609,044
9	COMMUNITY COLLEGES	COOPERATIVE SKILLS TRAINING	*1,408,000	0	0	0	1,408,000
10	COMMUNITY COLLEGES	JTPA--8% STATE EDUCATION & COORDINATION	*383,732	*695,508	0	0	*1,079,240
11	COMMUNITY COLLEGES	TITLE II - HANDICAPPED	0	0	731,384	0	731,384
12	COMMUNITY COLLEGES	TITLE II - SEX EQUITY	0	0	255,984	0	255,984
13	COMMUNITY COLLEGES	TITLE II - CRIMINAL OFFENDERS	0	0	219,416	0	219,416
14	COMMUNITY COLLEGES	VO. ED. ACT '63 (SUB PARTS II,III, & IV)	0	0	156,708	0	156,708
15	COMMUNITY COLLEGES	JTPA--DISLOCATED WORKER	0	135,000	0	0	135,000
16	COMMUNITY COLLEGES	IN-PLANT TRAINING PROGRAM	0	0	0	0	*0
17	CORRECTIONS	PRT AND CRT PROGRAMS	4,453,728	0	0	0	4,453,728
18	EMPLOYMENT SECURITY	JTPA TITLE II-A EMPLOYMENT & TRAINING	0	5,600,000	0	0	5,600,000
19	EMPLOYMENT SECURITY	JTPA TITLE II-B SUMMER YOUTH EMPLOYMENT	0	3,450,000	0	0	3,450,000
20	EMPLOYMENT SECURITY	JTPA TITLE III--DISLOCATED WORKER PGM.	0	1,900,000	0	*1,300,000	3,200,000
21	EMPLOYMENT SECURITY	JTPA TITLE IV-C VETERAN'S PROGRAM	0	150,000	0	0	150,000
22	EMPLOYMENT SECURITY	OLDER WORKER JOB SEARCH--TITLE II(C)	0	0	0	0	0
23	LABOR	PREAPPRENTICESHIP	0	2,447,887	0	0	2,447,887
24	LABOR	APPRENTICESHIP	782,485	0	*45,511	*13031	829,300
25	PUBLIC INSTRUCTION	VOCATIONAL EDUCATION	110,464,558	0	14,464,075	0	124,928,633
26	PUBLIC INSTRUCTION	JOB PLACEMENT CENTER	834,845	2,774,429	0	0	3,609,274
27	PUBLIC INSTRUCTION	JTPA EXTENDED SCHOOL DAY DROPOUT PREVENT	163,468	1,503,017	0	0	1,666,485
28	PUBLIC INSTRUCTION	TRANSITION (PROJECT HELP)	0	667,222	0	0	667,222
29	SOCIAL SERVICES	WORK INCENTIVE PROGRAM	0	0	1,589,663	176,629	1,766,292
30	SOCIAL SERVICES	COMMUNITY WORK EXPERIENCE(CWEP)/WORK ARE	152,200	0	304,400	152,200	608,800
31	VO. REHAB.	VOCATIONAL REHABILITATION SERVICES	20,365,565	0	29,175,793	1,051,502	50,592,860
32	YOUTH SERVICES	VOCATIONAL EDUCATION	953,531	0	0	0	953,531
	TOTAL ALL PROGRAMS		$263,199,222	$19,732,469	$56,437,605	$2,681,634	$342,050,931

* See footnote(s) in the "Source of Funds" section for this program in the Inventory at the end of this report.

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Table 2: State Agencies Where Actual Training is Contracted By Others

AGENCY	PROGRAM TITLE	CONTRACTS	CLIENTS	$ ADM	$ BUDGET
AGING	JTPA 3% OLDER INDIVIDUALS PROGRAM	15	424	29,570	412,570
COMMUNITY COLLEGES	JTPA--8% STATE EDUCATION & COORDINATION	14	1270	30,731	598,240
CORRECTIONS	PRT AND CRT PROGRAMS	(1)	-	-	-
EMPLOYMENT SECURITY	JTPA TITLE II-A EMPLOYMENT & TRAINING	(2)	-	-	-
EMPLOYMENT SECURITY	JTPA TITLE III--DISLOCATED WORKER PGM.	(3)	-	-	-
LABOR	PREAPPRENTICESHIP	(4)	-	-	-
PUBLIC INSTRUCTION	JOB PLACEMENT CENTER	(5)	-	-	-
PUBLIC INSTRUCTION	JTPA EXTENDED SCHOOL DAY	(5)	-	-	-
PUBLIC INSTRUCTION	TRANSITION (PROJECT HELP)	(5)	-	-	-
SOCIAL SERVICES	WORK INCENTIVE PROGRAM	(6)	-	-	-
SOCIAL SERVICES	COMMUNITY WORK EXPERIENCE(CWEP)/WORKFARE	(6)	-	-	-
VO. REHAB.	VOCATIONAL REHABILITATION SERVICES	(7)	-	-	-

Notes:

1. The Department of Community Colleges is the primary provider of instructional services for the DOC Vocational Educational Program. Arrangements for these services does not include an exchange of monies between the agencies.
2. On-The-Job Training programs are contracted to private-sector employers. During a program year approximately 2,506 OJT subcontracts are written with approximately 1,025 employers for approximately $3.98 per hour. Forth-four percent of all contracts written exceeded $4.00 per hour.
3. On-The-Job Training programs are contracted to private-sector employers. During a program year approximately 1,551 OJT subcontracts are written with approximately 771 employers for approximately $4.92 per hour. OJT incentive payments are made exclusively from training resources and are for extra-ordinary costs associated with training dislocated workers. These subcontracts have no impact, adverse or otherwise, on administrative resources. Likewise, tuition payments to training institutions have no impact on administrative resources. Training resources in JTPA operator budgets do encourage objectivity in participant curriculum selection.
4. The On-The-Job and upgrade training sponsored by the Labor Department is provided by private employers. No administration funds are provided to any employers or community colleges offering training under Department of Labor subcontracts.
5. The amount of administrative funds allocated to school systems varied in accordance with their indirect cost rate, however, the statewide average was two and on-half percent (2.5%).
6. In some counties world of work activities are provided by county social services staff but in most counties these are provided by the Community College or through programs funded under the Jobs Training Partnership Act.
7. Subcontractors are not utilized to carry out the Vocational Rehabilitation programs. The VR program does, however, purchase some services for eligible clients through contractual agreements. VR will purchase services from approximately 54 sheltered workshops during the year. Approximately 4,500 clients per year will be served through these arrangements for an average cost of $20.59 per day per client.

NORTH CAROLINA'S BLUEPRINT FOR ECONOMIC DEVELOPMENT

"A Strategic Business Plan for Quality Growth"

EXECUTIVE SUMMARY

North Carolina, as well as the nation at large, is facing an "economy in transition" involving fundamental structural changes, and Governor Martin and this administration are committed to developing whatever action plans are necessary to cope effectively with that reality. Therefore, it is particularly important that adequate strategic planning occur to establish appropriate priorities for the pursuit of continued economic development excitement and momentum for the state of North Carolina.

Virtually all businesses expecting to cope effectively both short and long term with the positive and negative vagaries that eventually appear need a "blueprint" or road map. This "blueprint" for the current and intermediate future approach to North Carolina economic development is not represented as being absolutely complete, as plans of this type by their very nature require consistent review and modification. Nevertheless, we feel this is an important identification of many of the most significant strategies and complimenting programs required for successful continuation of North Carolina's economic development momentum and resultant further improvements in the "quality of life" that our citizens have come to expect and indeed deserve.

We think it is appropriate to outline some of the basic considerations and philosophies that guided us in the compilation of this first North Carolina economic development "blueprint." They are as follows:

Primary/Secondary Education and Adult Illiteracy

- Without question the most important ingredient required for continued future economic development momentum is dramatic improvement in the quality of our primary/secondary public school delivery system coupled with an aggressive "rescue" program for the hundreds of thousands of functionally illiterate adults in North Carolina.

  This is a matter of substantial education reform, and the Southeast, as well as most of the nation at large, is being directly challenged.

  While there are many good points, guidelines and goals inherent in the Career Ladder Program, Basic Education Program, Carnegie Report and Community College Adult Basic Education Program, to mention only a few, North Carolina is missing as yet the cohesiveness necessary to design a creative, appropriately complimenting (non-redundant) and aggressive solution to the current lack of adequate excellence in our primary/secondary school delivery system and the rescue of our illiterates. Design of the truly effective programs needed in these areas is the responsibility of this Administration, the Legislature, State School Board, Department of Public Instruction and many organizations independent of state government such as the North Carolina Public School Forum, North Carolina Association of Educators and others. Finally, and by no means least of all, it is the responsibility of parents, business and industry, and the citizens in general of North Carolina.

  The remainder of our report is not likely to be helpful or productive unless these education matters are settled satisfactorily and soon. Without adequate solutions, our current economic development momentum in this state will wane. Particularly hard hit, if we fail, will be our rural areas.

Infrastructure Support

- While not quite at the same level of importance and urgency as education reform, the state of North Carolina must maintain and enhance further its infrastructure support of economic development. This continuing need for improvement applies to all regions of the state and is particularly pertinent to roads and water/sewer requirements, although further development of airports, ports and rail service is also required. Again, failure to progress adequately from the current infrastructure position would be particularly penalizing to rural North Carolina.

Labor Tranining

- The last of what we would call the "big three" items, upon which much of the future economic development strength of the state will rise or fall, is labor training. North Carolina has too large a labor force of unskilled workers at a time when more and more skilled labor is required by those companies being recruited and existing companies desiring to expand.

  We believe the "centerpiece" to labor training and retraining should be our excellent Community College System in partnership with the Employment Security Commission and the Department of Natural Resources and Community Development. Substantial new program budgeting will be required, particularly as federally funded vehicles for labor training such as the Job Training Program Act (JTPA) are reduced in scope.

  While the idea is in the embryo stage, we tend to subscribe to the proposal of optional trade or vocational training being offered to high school students in a "2 + 2" program including the last two years of high school in tandem with two years of community college training. Many companies are finding substantial shortages of skilled or semi-skilled labor in many different trades. Also, such a program might go a long way toward reducing significantly the long-term trend that has brought our "dropout" rate to an intolerable level of 31% of our students entering high schools but failing to finish.

Incentives

- We have concluded that now is not the time to recommend burdening North Carolina with expensive "give-away" incentives to potential economic development clients. We have reached this conclusion on the basis of what we believe to be several valid reasons.

  Our own developers do not feel that there is any significant failure rate occurring for either manufacturing or non-manufacturing client situations due to competitive "other state" incentives. They do believe, however, that the question of competitive incentives will bear close monitoring and it is our intention to continue the necessary monitoring.

  We do not wish to compete for precious state revenues at a time when we believe so strongly that education, infrastructure enhancement and labor training are so absolutely key to our economic development momentum and strength.

  A review of other states with a long list of incentive programs reveals that the majority have unemployment level problems far in excess of those existing in North Carolina. Also, we have found it difficult to isolate absolutely empirical data defining job level increases that can be directly assigned to the incentive programs. What we can document is the enormous cost involved.

Finally, revenue reduction type of incentivies are not in North Carolina's image or best interest. One does not successfully merchandise a "quality" product based simply on price. North Carolina has many "incentives" already that are either not available in other states or not easily competed with by other states. Those pluses, such as the Research Triangle Park, an outstanding university system, excellent select small colleges, the third largest community college system in the United States; important and attractive "life-style" features including an availability of great recreational variety; the largest state maintained roadway system in the U.S.; the University Research Park; an exceptionally strong work ethic among our labor force; one of the nation's ten lowest tax rates with taxes existent well balanced; complimentary labor training programs; a rapidly developing "banking center" state within the Southeast and nation; and many other exceptional features need to be more aggressively publicized.

"Free and Fair Enterprise"

- We tend to believe that a "free and fair enterprise" economic system is still far preferable to attempts at "artificial" or unrealistically "supported" economic development. The role of the state should be to take care of its responsibilities primarily in the areas of education, infrastructure, regulatory oversight, institutional management, and "clear the decks" so that the private sector can get on with further successes in economic development diversification.

Partnership Network

- It is most pertinent that we comment upon the importance of our partnership network for economic development throughout North Carolina. This network refers to literally hundreds of individuals and organizations in both the public and private sectors such as chambers of commerces, county developers, bank development staffs, university/community college systems, councils of government, NCIDA membership, Technological Development Authority and many others having a positive impact on economic development in North Carolina. It is the responsibility of the Commerce Department to work aggressively with this network, strengthening it and acting as an effective catalyst.

  Local initiative is accepted to be an absolute must in preparing for enhancement of successful economic development, regardless of whether one is referring to urban or rural situations. The North Carolina Commerce Department pledges continued aggressiveness in counseling cities, towns and counties regarding requirements for local initiative. Our field development offices, along with Raleigh-based Commerce Department management, will play a major role in this endeavor.

Rural "Hub" Development

- We suspect that the first wave of new economic development in rural areas will result from further development of what we would define as "hub areas." Hubs are those scattered cities within generally rural areas which have strength of infrastructure and education. Their resources can make the most of intensification of our economic development efforts. The resulting successes creating "job opportunities" will radiate across several surrounding more or less rural counties. These efforts would not take away from targeted effort in non "hub" areas.

"Economic" Development vs. "Industrial" Development

- You will notice that nowhere in the report do we use terms such as industrial development or industrial developer. The "name of the game" is *economic development*, connoting development of all types including manufacturing and non-manufacturing, service companies, hi-tech and low-tech, traditional businesses and those that are non-traditional, businesses large/intermediate/small.

  The purely "industrial recruitment" strategy of the past is no longer appropriate unless one wants to restrict the state to "playing" on only 20-30% of the economic development ballfield. Today on a national basis, 80% of GNP is generated by non-manufacturing business and on a North Carolina basis, 70% of GSP is generated by non-manufacturing business.

  This observation does not in any way mean that we are comfortable with the trend toward the reduction in scope nationally, and to a lesser degree statewide of the industrial or manufacturing base to our economy. It has been clearly demonstrated that wealth is not dramatically increased unless we aggressively "grow, mine, build or make" something. Nevertheless, those are the realities and we have no choice but to attend aggressively and enthusiastically to all types of economic development opportunities.

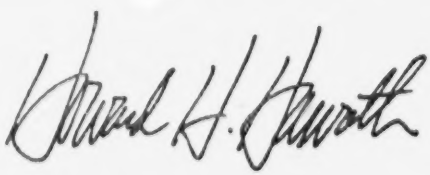
Expansion of Existing Businesses

- It is our opinion that continuing major sources for this state's economic development will result from the expansion of existing businesses, as well as through the creation of hundreds of entreprenurial/small businesses. It is, therefore, most important that special efforts be made through the Commerce Department's Traditional Industries Office and by the Small Business Development Division to provide aggressive liaison, creative programming, and encouragement to these areas of economic development opportunity.

Audit Mechanism

- Finally, we believe the preceding comments and remainder of the economic development "blueprint" that follows should contain an audit mechanism. Execution and accomplishment are the ultimate tests of a plan's appropriateness. With this in mind, the North Carolina Department of Commerce expects to give a quarterly report to the Governor and to its Economic Development Board made up of leading citizens from across North Carolina.

North Carolina has an excellent record of accomplishments in diversified economic development. I firmly believe that aggressive adherence to the observations and strategies included in this "blueprint" will help to ensure a continuation of that heritage and adequate job opportunities for our citizens.



Howard H. Haworth
Secretary of Commerce

APPENDIX III

Center for Education Studies

RTI/3634/01-01F

November 1986

VOCATIONAL EDUCATION STUDY

FINAL REPORT

by

J. Lamarr Cox
Judy Ann Holley
John E. S. Lawrence
Junius A. Davis
Donald W. Drewes

Prepared for

State of North Carolina
Joint Legislative Commission on
Governmental Operations

The interpretations and opinions presented in this report are solely those of the RTI study team, and no endorsement of the findings and recommendations, in whole or in part, by the Legislative Subcommittee on Vocational Education, the Joint Legislative Commission on Governmental Operations, or any other State Agency should be inferred.

VOCATIONAL EDUCATION STUDY

Executive Summary

Study Purpose

The North Carolina General Assembly, in recognition of the need for a strong vocational/technical education program in the State, mandated that a comprehensive study be made with the intent of making recommendations for improvement of the program. The Joint Legislative Commission on Governmental Operations contracted with the Research Triangle Institute (RTI) to conduct such a study. The intent of this study was to (a) describe vocational/technical education as it currently exists in the State, (b) identify issues and concerns regarding the optimal operation and organization of vocational/technical education, and (c) draw conclusions and develop recommendations for addressing the identified issues and concerns. Detailed research procedures, descriptive findings, issues and concerns, and conclusions and recommendations are contained in a full report provided to the Joint Legislative Commission in November 1986. This Executive Summary highlights some of the key conclusions of the study, the basis for these conclusions, and the general direction suggested for improving vocational/technical education in the State. Specific recommendations for accomplishing these purposes are detailed in the full report.

Study Findings

The study noted the criticality of vocational education in the Public School System and the existence of overwhelming evidence and virtually unanimous opinion that vocational education must play an essential role within the total system of public school education. The study suggested that there should be an increased emphasis (rather than a decreased role) in the total public school curriculum on preparation of pupils for the world of work. Such conclusions were based, in part, on the data that show that about 75 percent of the public school pupils will enter or attempt to enter vocational employment either upon leaving high school or following additional vocational training in a community college or other less-than-four-year-college institution.

The study also noted widespread indications from employers and employer organizations that many high school graduates do not have the basic knowledge/skills/attitudes essential to success in the workplace. Employers indicated that the ability to learn will be the essential characteristic of the successful employee and that the primary competencies needed both to perform adequately in entry-level jobs and to continue the learning process are proficiency in basic skills (i.e., reading, writing, arithmetic, and reasoning). The study also indicated that labor growth and demand projections point toward a two-tiered labor force with <u>decreased</u> specific occupational education required at the level of greatest demand, and <u>increased</u> specific occupational education required at the level of greatest growth. This argues for a de-emphasis at the high school level of occupational-specific programs and an increased emphasis on basic skills and on the teaching of vocational

principles and practices related to clusters of occupations having reasonably similar processes, materials, and/or products. This would instill a range of work-related knowledge/skills/attitudes critical to adaptability, transferability, and upward mobility.

Based on factors such as the above, RTI recommended a restructuring of Public School System education. These recommendations were not intended to represent immediate, drastic change in public school education, but a goal toward which we should plan and work. Major components of the restructuring are summarized as follows:

-- All pupils in grade 7 and 8 would enroll in an "introduction to occupations" program based on exploratory laboratories and an occupational information system.

-- By the beginning of grade 9 or 10, all pupils would declare an educational/occupational goal by selecting one of perhaps seven curriculum content areas (or educational/occupational) clusters each of which would be based upon the educational needs for success in a cluster of reasonably similar occupations (suggested clusters are agribusiness, business and office, home/health care, marketing, trades and industry, services, and scientific/professional). This would be an informed (and perhaps tentative) choice based upon pupil abilities and desires and inputs from teachers, counselors, and parents. This choice of an educational/occupational cluster would provide directionality for all subsequent learning activities consistent with each pupil's emerging educational and occupational capabilities and interests.

-- The curriculum content for each pupil would be oriented toward knowledge/skills/attitudes necessary for job success in the cluster of occupations. This curriculum would include traditional course titles (e.g., English, math, science, social science); however, the content of such courses would become (at the upper grade levels) increasingly differentiated and related to job success in the cluster of occupations.

-- Since a primary requirement for occupational success is proficiency in basic skills, early identification and remediation of pupils deficient in basic skills would be emphasized. While alternative approaches to remediating deficiencies in basic skills might be (and probably would be) in order, every effort would be made to ensure that no other programmatic emphasis diverted time and resources from the task of ensuring that all pupils obtain, to the extent of their abilities, proficiency in basic skills.

-- All occupational education offerings (including English, math, science, etc.) would be oriented toward fundamental knowledges, principles, and practices underlying job performance in the range of occupations comprising a cluster. No attempt would be made to duplicate within the classroom the tools and technologies of specific occupations.

-- Occupational-specific Public School System programs would be de-emphasized; further investments in specialized equipment and facilities would be minimized in favor of investment in personnel development and multi-use facilities suitable for a variety of programs to teach a broad range of basic occupational principles and practices.

-- The secondary school educational/occupational clusters would be directly linked to area community college programs (or, in the scientific/professional cluster, linked to university programs). Pupils who are desirous of (and educationally ready for) obtaining occupational-specific skills would have the opportunity to pursue such training at the local community college or technical institute. Successful completion of these courses would count both as credit for the secondary program and as credit hours earned toward a postsecondary certificate or degree.

-- Teacher preparation programs would be modified so that middle school and high school teachers of subjects directly related to success in the world of work (including teachers of English, mathematics, science, and social studies) would be more proficient in the use of concrete, work-related examples as a means for making the curriculum content more pertinent to pupil needs and interests.

-- Standards for public school vocational education teachers and the related vocational education teacher preparation would be essentially the same as for other public school teachers.

Several issues and concerns were noted related to vocational/technical education in the Community College System. For two of these, the priority given to vocational/technical education and program emphasis/accessibility, the study concluded that:

-- The North Carolina Community College System is dedicated to the provision of vocational/technical education and is unlikely to be diverted from primary emphasis on this essential mission.

-- The program emphasis of, and accessibility to, Community College System vocational/technical education is generally adequate for meeting the needs of students and employers.

However, based in large part on employer perceptions that the quality of some Community College System programs needs to improve, the following conclusions/recommendations were that the System should:

-- Intensify current efforts to examine the adequacy of faculty, instructional equipment, and program content toward identifying instances where the quality of vocational/technical education may be unacceptable or minimal.

-- Where urgent needs for improvement to bring programs up to acceptable quality are found to exist, assess alternatives for improvement other than wholesale increases of general or specific appropriations (e.g., combining

resources through counsortia programs with neighboring institutions, discontinuance of high cost programs with inadequate student or employer markets, introduction of state-of-the-art instructional technology).

A conclusion/recommendation related to both the Public School System and the Community College System was that the Systems should:

-- Initiate a joint task force of members of the State Board of Education and the State Board of Community Colleges (with assistance of their departmental staff members, as appropriate) to establish improved cooperation and articulation between the two systems and between local public school and community college boards and educational programs.

Several conclusions/recommendations related to JTPA programs were:

-- The current and planned State initiatives by the North Carolina Job Training Coordinating Council, the State Advisory Council on Vocational Education, and other State agencies toward clarifying and coordinating the various agency JTPA activities are justified and appropriate for addressing organizational issues as they relate to JTPA programs.

-- The current labor market information system has a number of shortcomings that are, at least in part, results of competing and perhaps unclear demands placed on the system. Any real improvement likely must be based upon clarification and prioritization of system needs. The system is not likely to succeed at being all things to all people.

APPENDIX IV

EXECUTIVE SUMMARY

Background

The North Carolina Commission on Jobs and Economic Growth was created by the N. C. General Assembly on July 15, 1985, amid a growing recognition that the state economy had come to a critical crossroads. Though the overall economy was fairly healthy, a number of important economic sectors and geographic areas were experiencing serious difficulties -- difficulties that threatened to worsen with time. The state's traditional economic development strategy, highly successful in prior years, was not responding to emerging needs.

The enabling legislation states that the Commission "shall be an advisory commission and shall work with private and public institutions and with individuals to identify the major economic challenges facing this State and to develop practical proposals for meeting these challenges to be submitted to the executive and legislative branches of State government."

The Commission was instructed to report to the 1987 Session of the General Assembly, and was provided a budget of $125,000 for Fiscal Year 85-86 and $125,000 for Fiscal Year 86-87.

As required by the enabling legislation, the thirty members of the Commission were appointed by Lieutenant Governor Bob Jordan. They are leaders in business, finance, agriculture, education, government and public service, and they represent communities from all regions of the state.

Chairman Jim Melvin convened the first meeting of the Commission on January 30, 1986. The Commission held five meetings to which they invited economic development experts from throughout the state. Three committees -- Labor Force Development, Natural Resources and Public Facilities, and Jobs Development -- also made recommendations. These recommendations were compiled in a preliminary report released on September 30, 1986. On that day, the Commission met to review and approve the recommendations of the three committees. Following is the Commission's final report, including specific legislative recommendations to be proposed to the 1987 session of the General Assembly.

Findings.

The overriding theme of the Commission report is that North Carolina must be more aggressive in pursuing a "growth from within" strategy to complement its traditional emphasis on industrial recruitment. The Commission called for new economic development initiatives based on partnerships between state and local government, educational institutions, and the private sector.

Historically, North Carolina's economic growth strategy has focused primarily on industrial recruitment -- the attraction of plants and corporate headquarters from other states. For decades, this strategy has been effective, particularly for cities and towns located along the state's major interstate highways.

In recent years, however, other states have developed equally aggressive industrial recruitment programs. Meanwhile, the rate of industrial relocations has slowed considerably. For these reasons, the Commission emphasized the need to complement industrial recruitment efforts with new initiatives designed to (a) support the expansion of firms that are already located in the state, and (b) encourage the startup and growth of new small businesses. At the same time, the Commission recognized that a better trained and better educated workforce will be critical to future economic growth, both for industrial recruitment and the development of indigenous business.

Finally, the Commission called for a special emphasis and commitment to reviving the state's smaller towns and communities that have not shared in the general prosperity of the state.

Labor Force Development

There is general agreement that considerable change will occur in industry labor demand between now and the year 2000. During the late 1970's and early 1980's, only 5% of the 20 million new jobs created in the nation were in manufacturing, while 90% were in the service and information industries, occupations that require a mastery of basic computation and communication skills and formal training beyond high school. Of existing manufacturing jobs, it is estimated that 5 to 15 million will be restructured, as the rate of automation accelerates in manufacturing industries struggling to regain and maintain a healthy competitive position in international markets.

The Commission recognizes that the quality of the state's human resources -- employees who can learn, grow and adapt to changing markets and innovative technologies -- will ultimately determine the degree of success or failure of North Carolina's future economic development. The Commission is therefore recommending 14 initiatives to improve the productivity of the current workforce and remove barriers to maximum labor force participation in the future. Specific recommendations include:

- full implementation of the Basic Education Plan;
- systematic statewide efforts to attack the problem of adult illiteracy;
- improved coordination of federal, state, and local job training efforts, particularly for public assistance recipients and displaced workers;
- new and expanded initiatives to improve the job readiness of youth as they enter the labor force and the linkage between high schools and community and technical colleges.

Natural Resources and Public Facilities

Over the past few years, the state's population has grown to over 6,300,000. We have witnessed growth in income and continued low unemployment rates, but this population growth has increased the demands on our natural resources and public services.

The rapid growth of the state's metropolitan areas, combined with declining federal support for community and economic development, have placed tremendous pressures on state and local governments to respond to service demands and the desire to protect environmental quality. Terms such as "growth choke" (major traffic jams throughout the day) and "urban sprawl" are now a very real part of North Carolina's urban lifestyle. Rural areas are also facing substantial reductions in federal funding but, at the same time, they are experiencing slower growth -- which limits local financing ability.

Meeting public facilities needs -- such as transportation services, education, water supply, wastewater treatment, hospitals, and solid waste disposal -- while protecting our environment and preserving our natural areas is critical to both our urban and rural areas.

The Commission is recommending 13 initiatives to establish concrete goals for infrastructure development, adopt new strategies, and finance essential services. Some of these are:

- establish a state Clean Water Loan and Grant program;
- establish a local Public Facilities for Economic Development program to assist and encourage comprehensive, longterm planning at the local level;
- enact legislation to establish a North Carolina Forestry Commission;
- expand the market development program for the state's fisheries industry.

Jobs Development

The industrial recruitment strategy developed by the North Carolina Department of Commerce has been copied by many other states as a model program, but the wisdom of utilizing industrial recruitment as the sole or primary tool for state economic development is now in doubt. There are fewer and fewer manufacturing plants considering relocation; the estimate is about 1400 plants (an average of 28 per state) each year. An increasing proportion of recruited industrial firms prefer to locate within metropolitan areas in order to access university and other state-supported research facilities, a factor that has contributed to wide dispersions in growth rates between urban and rural areas throughout the Southeast. Competition among all states for new firms has intensified, the growth of manufacturing has slowed, and national employment growth has depended increasingly on small new businesses and service firms.

The Commission is recommending 10 initiatives to broaden the base of economic development in North Carolina, including three recommendations targeted specifically at our states lagging rural economy. These include recommendations to:

- develop and use a range of new indicators of economic progress that go beyond current reporting of new jobs and new investments through industrial recruiting and expansion;

- strengthen and coordinate support for small business development, including the establishment of a one-stop permitting process;

- establish financing programs to address the start-up, expansion and/or working capital needs of North Carolina businesses;

- strengthen the support for existing manufacturing businesses.

Rural Development

The Commission suggests that a "growth from within" strategy will be particularly important for rural communities that have not shared in the general prosperity of the state. The report calls for a special emphasis and commitment to reviving the state's smaller towns and communities that have long been dependent on agriculture and traditional industries, both of which are in serious decline.

This finding led to a recommendation that the General Assembly create and fund a North Carolina Rural Economic Development Center. The Center would be charged with addressing declining conditions in the state's rural areas, with special emphasis on farming, the decline of manufacturing employment, opportunities for natural resource-based industries, and the loss of businesses in small cities. The Center will have as its primary mission the development of an action agenda for rural economic development, but it will also be involved with demonstration projects, research, training, and information collection and dissemination.

As another special incentive for rural communities, the Commission is also recommending that severely distressed rural areas be designated as "Growth Opportunity Counties." Businesses in these counties would be eligible to receive state income tax credits for new jobs created. The Commission also recommends that a portion of state water and sewer funds be targeted to rural areas.

STATE OF NORTH CAROLINA

OPERATIONAL AUDIT REPORT

NORTH CAROLINA JOB TRAINING PARTNERSHIP ACT PROGRAM

December 1986

OFFICE OF THE STATE AUDITOR
EDWARD RENFROW
STATE AUDITOR

Overview

The Job Training Partnership Act (JTPA) replaced the Comprehensive Employment and Training Act (CETA) as the major federal employment and training program. JTPA provides funding for programs that will prepare economically disadvantaged adults and youth and other individuals facing barriers to employment for entry into the labor force. JTPA differs from CETA in a number of ways, including:

- Policy development, program administration, and oversight responsibilities were shifted from the federal to the state government.

- More responsibility was given to the private sector to work "in partnership with" local governments (which under JTPA receive a majority of program funds) in developing job training programs.

- JTPA does not provide funds for public service employment. The emphasis of JTPA is on training with cost limitations for administration and participant support.

- JTPA is a performance oriented program that is designed to measure the performance of programs and award incentive grants to Service Delivery Areas (SDA) exceeding the standards.

The primary JTPA programs are planned, administered, and operated by SDAs. Every SDA has a Private Industry Council (PIC) composed of representatives from the private sector, educational agencies, organized labor, rehabilitation services, community based organizations, economic development agencies, and the employment services. Local elected officials designate the PIC members, and along with the PIC are responsible for the JTPA programs. The PICs principal role is to provide policy guidance and oversight to SDAs in the design of local programs. In North Carolina, there are twenty-six SDAs that receive approximately 80% of the JTPA program funds based on a predetermined formula.

Title II and Title III of JTPA authorize the primary employment and training programs and provide the principal funding sources to the state.

- Title II-A:

  . 78% Funds - Seventy-eight percent of the Title II-A allocation is distributed directly to the SDAs by predetermined formula to provide core training, services, and placement of economically disadvantaged adults and youth and other individuals experiencing barriers to employment.

  . 5% Funds - Five percent of the Title II-A allocation is available for state level administration.

  . 6% Funds - Six percent of the Title II-A allocation is targeted for incentive grants and technical assistance to the SDAs.

. 3% Funds - Three percent of the Title II-A allocation is targeted to serve economically disadvantaged older individuals (55 years and older).

. 8% Funds - Eight percent of the Title II-A allocation is available for state education agencies to provide services for eligible participants.

- Title II-B: Provides funds for summer employment and training programs for economically disadvantaged youth (ages 14-21).

- Title III: Provides funds for employment and training programs to serve dislocated workers.

Focus of the Operational Audit

Issues specifically addressed based on the audit request include:

(A) Compliance with legislation enacted by the 1985 General Assembly.

In our opinion, The Department of Natural Resources and Community Development (NRCD) is basically in compliance with the 1985 legislation. In areas of non-compliance, our examination revealed that the Job Training Coordinating Council (JTCC) and the Division of Employment and Training (DET) have made a good faith effort to respond to the legislative requirements.

We recommend a review of certain requirements under HB 1333 to clarify legislative intent, to assess the authority and responsibilities of the JTCC, and to reconsider certain information requirements in light of current activities by DET.

We recommend that DET reassess its current abilities to respond to certain requirements under HB 1333. In our opinion, there has been an inadequate analysis of the requirements necessary for DET to adequately respond to certain provisions of HB 1333.

We recommend that the General Assembly evaluate its information and reporting needs relative to JTPA to determine if a consolidated report, which parallels report data required of JTPA, would adequately meet the General Assembly's needs. When additional reporting is required, sources of funds to support the reporting requirements should be identified.

The inventory of state-administered employment and training programs should be viewed as a first step in compiling a comprehensive inventory. Study follow-up should be coordinated through the JTCC. Clear definitions of employment and training terms should be established by the General Assembly, in consultation with the JTCC and other appropriate boards.

(B) Reductions-in-Force

Between August 1985 and April 1986, DET experienced two major reductions in force and reorganizations, reducing the staff size from 138 to 47 (46 staff as of October 1986).

In our opinion, the reorganization which occurred in August 1985 resulted in an organizational structure that eliminated unnecessary duplication and activities, established an environment for a more efficient and responsive organization for the program, was capable of managing its federal and state mandates, and reduced the need to divert administrative funds from multiple sources to support DET administrative cost. Such a reduction is also consistent with the decrease in program funding being experienced by JTPA.

Our review indicated compliance with state Reductions-in-Force (RIF) guidelines.

A comparision of the DET staff to 19 other states revealed an average staff size of 54, compared to North Carolina's staff of 71 (excluding the RSDA).

The 1985 reorganization and initial RIF would have been more appropriately handled when the program transition occurred between CETA and JTPA (October 1983), thereby structuring the initial organization on a basis consistent with the philosophy and funding of JTPA.

Once the Governor redesignated SDAs in February 1986, creating 14 new SDAs, the April 1986 RIF was mandatory due to the dismantling of the RSDA into smaller administrative entities that assumed program responsibilities.

Our review indicated that state RIF guidelines were complied with and severance pay was awarded to terminated employees in accordance with state guidelines.

The current DET budget is approximately $3.4 million, supported by approximately $2.5 million in program year 1986 funds and approximately $1 million in prior program year fund carryforwards.

In our opinion, the current staff should be capable of meeting its federal and state mandated functions.

(C) JTCC as an independent agency housed in the Governor's Office.

The basis for a separate organization is to provide the JTCC with an independent staff that can be aggressive in addresssing substantive program issues.

In our opinion, a separate staff would provide unnecessary fragmentation and tension within the program. Since the JTCC is advisory to the Governor, its effectiveness in addressing substantive program issues is more directly linked to the Governor's commitment to the JTCC's role in formulating employment and training policy than to the establishment of a separate staff.

We encourage the Governor to meet with the JTCC to communicate directly his goals for the program and the role he wants the JTCC to assume in the area of employment and training programs in North Carolina.

(D) Whether administration of JTPA should be housed in a state agency other than NRCD.

Due to the recent reorganizations and RIFs, the first priority for the program should be organizational stability.

In North Carolina, job training and employment resources are diffused and decentralized. Therefore, regardless of where DET is located organizationally, fragmentation in the system will remain.

In our opinion, the General Assembly leadership should consider either expanding the role of the Special Subcommittee of Governmental Operations reviewing JTPA to encompass all components of the employment and training programs or establishing a standing committee to oversee the total program delivery system of employment and training programs in North Carolina. The committee would be in a position to examine the existing structure for employment and training program delivery in an attempt to determine if a more effective and streamlined administrative structure could be designed.

Based on the audit survey, we expanded the audit scope to include an examination of the Service Delivery Area (SDA) redesignation process; the role of the General Assembly in JTPA, the program performance standards, and the management of the state administered programs.

- Service Delivery Area Redesignation

  Consistent with JTPA, the Governor initiated the SDA redesignation process, with an effective date of July 1, 1986. Factors which contributed to the decision to pursue redesignation included: the complex administrative and management structure of the 82 county RSDA; an expressed interest on the part of certain Lead Regional Organizations (LRO) to obtain SDA status; and the philosophy of JTPA to provide local program control.

  The redesignation process resulted in fourteen new SDAs and a total of twenty-six. While increased local control is appropriate under JTPA, the creation of twenty-six SDAs has resulted in overlapping labor markets and; in our opinion, an unnecessary fragmentation of the JTPA administrative structure, with some SDAs receiving limited funding for program administration.

  In retrospect, poor communication with the SDAs and LROs during the initial stages of the redesignation process created unnecessary anxiety over the administration's plans for JTPA. As a result, SDA status was requested by certain LROs as a mechanism to retain local program control.

  Since the inception of JTPA, the service delivery system has been based primarily on traditional administrative structures. While such administrative structures are not inappropriate, there may be an opportunity to design a more effective and efficient delivery system which consolidates administrative entities, where feasible, to minimize program fragmentation.

We recommend that the JTCC establish a committee to evaluate the current delivery system. The committee should not be restricted by preestablished guidelines or traditional delivery systems, but should be free to explore multiple options to determine if a more appropriate delivery system can be designed.

During the next redesignation, the JTCC and DET should carefully design its goals and objectives for the process and assure that open communication exists between the state, the SDAs, and local elected officials.

- The Role of the General Assembly in JTPA

  Since the inception of JTPA, the General Assembly has expressed interest in the program and has taken several initiatives to become actively involved in JTPA. In 1985, HB 1333 was enacted by the General Assembly establishing the North Carolina Employment and Training Act. While legislative involvement is permissive, these actions have been resisted by the administration as inappropriate infringements on the Governor's authority.

  During our audit, we noted that 47 states have legislators serving in various capacities on the JTCC to bridge the desire of the legislature to be involved with the program. However, in North Carolina, the Attorney General has expressed an opinion that legislators are prohibited from appointment to the JTCC. Due to this position, the ability of the administration and the General Assembly to acknowledge each others authorities and work cooperatively is critical to avoid unnecessary tension and duplication related to the program.

  We support the establishment of an executive committee of the JTCC to work with the leadership of the General Assembly.

  We recommend that the fiscal research staff of the General Assembly and DET staff work cooperatively in assessing program information needs and assuring that clear definitions of data requirements and uniform data gathering systems are in place.

- Performance Standards JTPA is a performance oriented program with performance standards currently applied to the Title II-A 78% program and the Title III program. Currently, the standards applied to the Title II-A 78% program are low compared with actual performance and standards have not been developed for other programs under Title II-A or Title II-B.

We support the JTCC's recent efforts to evaluate the performance standards in place and to consider the establishment of standards for the other programs. In our opinion, the Title II-A 78% performance standards should be modified to better reflect North Carolina's experience and to provide more meaningful measures of program performance. In addition, performance standards should be developed for the other programs.

- Management of the State Administered JTPA Funds Under JTPA, 22% of the Title II-A allocation is "set aside" for the Governor's programs. In addition, the Title III program is managed at the state level. To date, the JTCC has had limited involvement in how the state administered prgrams funds have been allocated, in reviewing the types of programs operated, and in evaluating the effectiveness of the programs.

With approximately $9 million in JTPA funds available for state level administration, we recommend a more active role by the JTCC in managing these programs. We also recommend that the JTCC and DET critically evaluate the procedures utilized to retain funds at DET that are generated by the state administered programs. This analysis should assure that funds retained by DET for administration are justified.

APPENDIX VI

A YEAR OF TRANSITION

Annual Report
1985

by
E. Michael Latta
and
Joseph W. Parry-Hill, Jr.

Adopted by the
State Advisory Council on Vocational Education
August 23, 1985

(9) The State Council shall evaluate at least once every two years the vocational education program delivery systems assisted under this act, and under the Job Training Partnership Act, in terms of their adequacy and effectiveness in achieving the purposes of each of the two acts and make recommendations to the state board on the adequacy and effectiveness of the coordination that takes place between vocational education and the Job Training Partnership Act and advise the Governor, the state board, the State Job Training Coordinating Council, the Secretary, and the Secretary of Labor of these findings and recommendations.

The Council, in its 1984 annual report entitled BUILDING FOR THE FUTURE spoke to this mandate for the State of North Carolina. The Council recommended that the State Board of Education and the State Board of Community Colleges jointly request the General Assembly to exercise its authority over the Job Training Partnership Act (JTPA) in order to focus the funds for training.

In making this recommendation, the State Council noted that the JTPA declares, in part, "It is the purpose of this Act to establish programs to prepare youth and unskilled adults for entry into the labor force ...." Moreover, JTPA requires that "Appropriate education agencies in the service delivery area shall be provided the opportunity to provide educational services ...." Even with this requirement, The Council observed that the relationship between the education community and the vocational training function required under JTPA is not as good as it could be at the local level, perhaps due in part to a lack of coordination at the state level. Also, there was evidence that, at the state level, the program-selection process and program administration was not organized so as to

provide the most economic and effective use of the funds available. Therefore, considering the circumstances, The Council recommended that the General Assembly exercise its authority over JTPA in order to provide overall direction for JTPA in the state. Moreover, the JTPA legislation provides in Section 126 the following: "Nothing in this Act shall be interpreted to preclude the enactment of State Legislation providing for the implementation, consistent with the provisions of this Act, of the programs assisted under this Act."

While there was little response to the 1984 recommendation by the State Board of Education and the State Board of Community Colleges, the 1985 General Assembly did respond in several ways. First, the General Assembly provided through a special provision in the Appropriations Act for "Oversight and Review" of JTPA . In addition, the General Assembly enacted a state law on the role and functions of the State Job Training Coordinating Council. Because of the action of the General Assembly, employment training and vocational education programs ought to be better focused in the future.

A NEW BEGINNING

Annual Report
1986

by
E. Michael Latta

Adopted by the
State Advisory Council on Vocational Education
August 29, 1986

(9) THE STATE COUNCIL SHALL EVALUATE AT LEAST ONCE EVERY TWO YEARS THE VOCATIONAL EDUCATION PROGRAM DELIVERY SYSTEMS ASSISTED UNDER THIS ACT, AND UNDER THE JOB TRAINING PARTNERSHIP ACT, IN TERMS OF THEIR ADEQUACY AND EFFECTIVENESS IN ACHIEVING THE PURPOSES OF EACH OF THE TWO ACTS AND MAKE RECOMMENDATIONS TO THE STATE BOARD ON THE ADEQUACY AND EFFECTIVENESS OF THE COORDINATION THAT TAKES PLACE BETWEEN VOCATIONAL EDUCATION AND THE JOB TRAINING PARTNERSHIP ACT AND ADVISE THE GOVERNOR, THE STATE BOARD, THE STATE JOB TRAINING COORDINATING COUNCIL, THE SECRETARY, AND THE SECRETARY OF LABOR OF THESE FINDINGS AND RECOMMENDATIONS.

During the late spring of 1986, The Council asked local public school vocational education directors a question. It was:

> Do you administer the JTPA (Job Training Partnership Act) in your school system?
>
> Yes 66 No 21
>
> If yes, are the JTPA funds coordinated with the federal vocational education funds available to you?
>
> Yes 53 No 15
>
> If no, what could be done by the State (or by your local PIC) to assist you in better coordinating JTPA and vocational education funds?

It can be seen from the data above that a response from 66 of 141 school system's vocational education directors indicated that they administer JTPA in their school systems and 21 do not. In terms of the response to the subquestion about coordinating vocational education funds with JTPA funds, the results of the survey shows that 53 of the local directors who administer JTPA program locally in the public schools believe that the funds are coordinated whereas 15 do not believe coordination takes place. In response to the other subquestion about what could be done by the State (or your local Private Industry Council (PIC)) to assist in better coordination the

following are selected observations:

- Have all JTPA funds that comes to the local school unit be administered by the director of vocational education.
- JTPA money should be an allocation made available to Vocational Education as a 1st priority, perhaps included in our local plans for vocational education.
- Local PIC's should visit local school units to explain the role of the school.
- There is some collaboration, but not enough.
- I would like someone who knows all the ways JTPA funds can be used to come to our school system and show me how we can use JTPA to do anything we are not already doing with vocational funds.
- We are so rigidly structured that it is nearly impossible to coordinate with other programs or even operate according to their guidelines in a school setting.
- We have a good working relationship and cooperation between vocational education and JTPA - maximum effort is directed toward serving the students.
- Avoid having two sets of guidelines forms, reporting procedures.
- JTPA, Job Placement and Vocational Education funds should be coordinated and should be alloted as part of the vocational program at the local level.
- The JTPA funds should be administered by the vocational director in an effort to reduce overlapping and duplication of placement service.
- Keep funds separate and directors of all services continue to cooperate in the use and in provisions to provide the best services possible for the students.
- Have the PICs to meet and invite local directors to attend and explain the possibilities of JTPA.
- I do not know. It appears to me that at a time when the Carl Perkins Act emphasize industry/education coordination that JTPA and Job Placement Counselors in each high school is a definite duplication or triplication of effort.

The Council noted in its 1985 Annual Report that the General Assembly directed the Director of the Budget (the Governor) and the State Job Training Coordinating Council to develop a comprehensive inventory of the state-administered employment and training programs. The Council observed

that because this inventory was to be conducted that the results of the inventory would utilize as a partial response to one of our Mandates. At least nine state departments are involved in employment and training programs, with a total estimated expenditure of $342 million in 1985-86, including the Job Training Partnership Act (JTPA) funds.

Also, the 1985 General Assembly directed that the State Job Training Coordinating Council (SJTCC):

> "... shall have a standing committee to be known as the Job Training Interagency Committee. The members of the committee shall be the Secretaries of Natural Resources and Community Development and Commerce, the President of the Department of Community Colleges, the Commissioner of Labor, and the Superintendent of Public Instruction or their designees. This Committee shall jointly develop and implement a plan to integrate the Job Training Partnership Act program and participants into the economic development efforts of the State. Such a plan shall make maximum use of customized training and on-the-job training efforts of existing, new, or expanding businesses. This plan shall be developed and implemented no later than February 1, 1986. A copy of the plan shall be submitted to the President of the North Carolina Senate and the Speaker of the North Carolina House of Representatives no later than December 15, 1985" (N.C. Session Laws, 1985, Chapter 543, HB 133, Sec. 4(f)(3)).

In response to this mandate by the General Assembly, a Plan was developed. A pertinent section of the Plan reveals the following:

1. There is a clear need for the development and configuration of labor market information that is appropriate for the uses of JTPA planners, to help insure that JTPA is training for the right jobs.

2. The State Job Training Coordination Council needs to give direction in relating the broad, traditional mission of JTPA to economic development.

3. ... JTPA needs to contribute to the development of a fertile environment for economic development by assisting in the development of a trained workforce. Additionally, and very importantly, JTPA should gear training not only to newly recruited businesses, but also to expanding business and to small business.

4. A major gap is the failure of JTPA to become part of local economic development networks.

5. Another major gap ... is the lack of coordinated planning between job training and economic development.

6. An additional gap in the coordination of job training and economic development is the problems inherent in the JTPA legislation which complicates provision of services.

7. The establishment of a State level liaison or broker to coordinate JTPA with economic development across the State would close a major gap. Currently there is no central location whereby a business interested in locating or expanding in North Carolina, or a prospective entrepreneur, can obtain comprehensive information on State employment and training services available to new business.

These above strategies were submitted to the North Carolina General Assembly as a guide to be considered by the State in its efforts to mesh the economic development and job training systems at both the State and local levels. The Council believes these above recommendations can serve as the basis for policy development and action by state government and the Service Delivery Areas (SDAS).

The State Job Training Coordinating Council (SJTCC) on May 16, 1986 decided to form a subcommittee to conduct a follow-up of the inventory of state-administered employment and training. Because The Council is not required to make a report to the Governor, the state education boards, the State Job Training Coordinating Council, the Secretaries of Education and Labor until March 1987, The Council will not draw any final conclusions until February 1987. At that time, The Council will update this section, using additional data as may be available. In the interim, The Council believes that, due to the complexities and complications of both the vocational educationvand JTPA programs, it is remarkable, due to the bureaucratic maze, that the programs work at all.

APPENDIX VII

FINDINGS AND RECOMMENDATIONS FROM THE JAVEES STUDY

A fourth paper prepared for the State Advisory Council on Education and the State Employment and Training Council as a part of their cooperative project to assess the evaluation system in vocational education and employment training.

September 30, 1980

Broad Recommendations

1. The Governor should appoint an interagency committee on the evaluation of education and training programs.

The study of the evaluation practices among State agencies having responsibility for either vocational education or employment training resulted from an awareness of a joint responsibility under law shared by the North Carolina Employment and Training Council and the North Carolina Advisory Council on Education, namely to assess the extent to which these programs represent a consistent, integrated, and coordinated approach to meeting needs.

A formal agreement was drawn between the two councils both to cooperatively assess the employment training system and to improve the planning and evaluation of vocational education and employment training programs. A long-range goal of the two councils is the establishment of an evaluation system among the agencies conducting those programs.

The Advisory Council on Education feels that an interagency committee on the evaluation of education and training programs would spur those agencies along to a comprehensive evaluation system. By knowing the inter-operations of the agencies, the committee could better assist and advise both the Governor and the agencies by providing linkage among the agencies. They could help with reducing duplication of efforts in determining the effectiveness of programs offered by State agencies with vocational education and employment training responsibilities.

2. The General Assembly should require from each State agency an evaluation of programs to justify funding requests.

An important component of most federally-funded projects is the justification required for budget requests. As surely as this is appropriate for Federal funds, so is it appropriate for State. During 1980-81 the State agencies studied have been appropriated $1,989,169,882. How well will they carry out the education and employment training component of their tasks? What results will the State achieve? Without a program evaluation the State will never know. Each State agency should be able, through an evaluation process, to show the need for continuation or modification of programs with its implications for staffing, resources, and capital improvements.

If an agency can not justify a request by showing a need through evaluation results, there would be cause to question the request. It is not enough to continue what has been done in the past. For this reason, each agency should be required by the General Assembly to justify funding requests, utilizing at least the results of program evaluation.

3. Each State agency should establish an evaluation function within its operation whereby it can assess its program thrusts.

As discussed in Section I of this paper, there is a great deal of interest in evaluation among all government agencies at this time. While a comprehensive evaluation system among the agencies would reduce duplication of evaluation efforts, an evaluation function in each agency would be more effective than that now in operation.

There are components that should be included in each agency's system, such as program review, numbers of clients served, staffing data, and follow-up. Because of the present structure of North Carolina government, the follow-up component may be difficult, if not impossible, to implement. A review of the legal base upon which each agency operates may reveal a need for modification of laws to allow for follow-up. It may require cooperation and coordination of programs not previously practiced.

In order to verify the worth of its programs, each Stage agency must be able to assess its program thrusts and should, therefore, establish an evaluation function within its operation and take whatever action may be necessary to make it legally functional.

4. Each agency should develop a carefully delineated system for informing the public about the results of the evaluation of programs.

It is apparent from criticism of education and training programs by the media that a good public information system is imperative for the operation of those programs. Through an evaluation system, an agency would be able to show how effective a program is. Informing eligible persons of the services and their effectiveness then becomes the issue.

All too often persons who most need the services, such as school dropouts unable to find employment because of lack of education and job training, are unaware of where to obtain help. The follow-up component of the evaluation system proposed in recommendation 3 would provide an identification process, but helping the person find a source of assistance would necessitate a good public information system.

A system for correlating the information among the agencies would then make providing services even more efficient. Not only must the public know about the programs available, but other agencies must know in some detail what kinds of programs are available and where they are.

A full-fledged campaign to inform the public and governmental agencies of the services available through State government, how effective those services are, and where the services may be secured should be launched. This campaign could result in a better public image for those service-providing programs and for State government.

"YOUR OPINION, PLEASE!"

Drop in Box

1) Are you aware of JTPA (Job Training Partnership Act) programs in your institution? Yes 244 No 74 = 318

2) If yes, are the JTPA programs coordinated with the vocational programs in your institution?

Yes 164 No 28 Do not know 87 = 268

3) If yes, what is being done by the state (and your local PIC [Private Industry Council] and institution) to improve coordination between JTPA and vocational education programs? Please be specific.

Regular Meetings

Strong Advisory Committees

Interface with Student Financial Aid

Joint Planning

Your Position

10-86

CITATION OF REFERENCES

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NORTH CAROLINA ADVISORY COUNCIL ON VOCATIONAL EDUCATION
530 NORTH WILMINGTON STREET - WATSON HOUSE
RALEIGH, NORTH CAROLINA 27604
MEMBERSHIP 1986-87

Wayne Abele
Route 4, Box 59-C
Morganton, NC 28655

H. Michael (Mike) Britt
409 Lawndale Drive
Winston-Salem, NC 27104

Porcius Crank, Jr.
Post Office Box 127

Tommie B. Evans
610 Council Street
Fayetteville, NC 28301

Spencer Greene
5780 Gayray Street
Clemmons, NC 27012

Mamie Gunter
Route 16, Box 139 A-3
Goldsboro, NC 27530

Eddie Owen
Route 1, Box 382
Pisgah Forest, NC 28768

Robert Pearson
Route 3, Box 6
Carthage, NC 28327

J. Brian Roth
2317 Red Barn Lane
Charlotte, NC 28210

E. Thomas Satterfield
6233 Trowbridge Road
Wilmington, NC 28402

Bruce Shore
Route 3, Box 760
Dobson, NC 27017

Robert N. Weatherly
Route 1, Box 247
Hamlet, NC 28345

Charlie Wiygul
7509 Haymarket Lane
Raleigh, NC 27609

Dr. E. Michael Latta, Executive Director
Telephone 919/733-2064

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